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LAND USE ELEMENT

Intro- duction

This is the second amendment (or update) to the City of Portola's General Plan Land Use Element. The original land use element was adopted in 1975, and subsequently amended in 1983. The purpose of the 1989 amendment is to:

1. Update the existing Land Use Map;
2. Evaluate the previously adopted goals, objectives policies and implementation programs to determine the effectiveness and current relevance;
3. Provide options for allowing alternative land uses to existing zoning;
4. Pursuant to the evaluation process, if it is determined to be appropriate, amend the land use goals, objectives, policies, zoning and/or implementation programs to reflect current identified needs and to bring the land use element into conformance with state requirements.

State Guidelines

The State of California requires that each city's General Plan include a land use element. The City of Portola's Land Use Element is guided by State land use objectives. The State of California Government Code Section 65302 (a) states: "A land use element shall designate the proposed distribution and general location and extent of the uses of the land for housing, business, industry, open space, including agriculture, natural resources, recreation, and enjoyment of scenic beauty, education, public buildings and grounds, solid and liquid waste disposal facilities and other categories of public and private uses of land. The land use element shall include a statement of standards of population density and building intensity recommended for the various districts and their territory covered by the plan. The land use element shall identify areas covered by the plan which are subject to flooding and may be reviewed annually with respect to those areas. The land use element shall designate, in a land use category that provides for timber production, those parcels zoned for timberland production pursuant to the California Timberland Productivity Act of 1982, Chapter 6.7 (commencing with Section 51100) of Part 1 of Division 1 of Title 5."

Background

The 1983 amended Land Use Element set forth a preferred alternative identified through a series of citizen input meetings. This option addressed the spatial layout and direction of preferred land uses within the city limits and in the surrounding areas. Residential growth was to occur north of the city while commercial development was limited to the "downtown" core area. Industrial uses were encouraged to develop on the south side of the Feather River adjacent to the existing Union Pacific Railroad operations. Five specific plan areas were identified in the previous plan within the city limits and one specific plan area was identified outside of the city limits.

Citizens Involvement

The 1988-89 Citizens Advisory Committee substantially concurred with the planning strategies set forth in the 1983 amendment. The committee reviewed the impacts of growth that had taken place between 1983 and 1989 and analyzed the unmet needs of the community. The principal need identified was for the adoption and implementation of planning strategies which would encourage future development within the existing city limits and would promote improved utilization of existing resources to strengthen the economy.

The following amendments to the existing land use map and planning strategies were proposed by the Committee to achieve the stated objectives:

1. Amend the Zoning Ordinance to allow light industrial uses in areas currently zoned Commercial under conditional use permits, and adopt a definition of light industrial uses.
2. Adoption of requirements for site design plan standards for all proposed Industrial and Light Industrial uses.
3. The land use map was amended to reflect a zoning boundary change to include three additional acres of currently zoned low to moderate density zoned land to moderate density zoning.
4. Minor zoning boundary changes were proposed on the land use map which were consistent with current land use.
5. Two areas which were previously designated as specific plan areas were redefined in terms of the types of preferred land uses for these specific plan areas.
6. The goals and policy statements were revised and expanded to be more explicit about the planning

objectives of the city.

7. Cottage industries will be permitted under Conditional Use Permits in residential areas subject to restrictions set forth in the Housing Element.
8. Adoption of a Granny Flat ordinance permitting second unit additions where consistent with existing zoning density and subject to design standards set forth in the Housing Element.
9. Amend the Zoning Ordinance to allow under a conditional use permit a homeless shelter and/or transitional housing in the downtown commercial district.

The Committee expressed the desire for a planned growth to allow for more opportunities for commercial and light manufacturing development to serve Portola and East Plumas County.

The Committee felt the community could retain the lost business to the Reno area by both encouraging the development of attractive city entrances along State Highway 70 as well as refurbishing the downtown area. The Committee also concurred with the commercial specific plan area previously adopted in the prior land use element amendment.

To help satisfy the existing and future needs of the city, the Committee recommended allowing as a "conditional use", those uses that met special design standards and light manufacturing (industrial) uses in commercial zones. The committee concurred with previous planning recommendations to allow light industrial uses, such as light manufacturing along Taylor Avenue south of the railroad tracks.

As was stated in the previous land use element and in the existing Economic Element, recreation was recognized as an important economic component in Portola. In August of 1988 a forest fire consumed 875 acres of forested land; 358 acres were destroyed within the City of Portola.

This fire has had an adverse impact on the scenic quality, resource conservation and potentially the water quality of the region. These adverse impacts could also result in an economic hardship for the City of Portola in terms of diminishment of recreational resources in the community.

The land area affected by the fire, south of the existing hospital off South Gulling Street and Fourth Avenue, was previously designated as a "specific plan area" with an

underlying zoning for low/medium residential density. The Citizens' Advisory Committee felt the emphasis of the specific plan should be focused on an outdoor recreation use such as a golf course, accessory uses and residential development. Considering the current condition of these lands and subject to the appropriate environmental findings an outdoor recreation use would be a more appropriate use. The preparation of a specific plan for these uses would hopefully coincide with the major reforestation plan to restore this land area, and diminish the adverse impacts associated with fire. This revised planning strategy would also meet the objectives of the community in strengthening the economy by encouraging more outdoor recreation and improving the utilization of existing land areas within the city.

Another specific plan area which was the topic of discussion and concern was the area bordered by Taylor and Grove Streets, adjacent to the city cemetery. This area was recognized as a priority area for future development due to the proximity of the area to the existing commercial center of town and to the existing public services. The Citizens' Advisory Committee felt this specific plan area should be further specified as a Multiple Use Moderate Intensity Specific Plan Area as an incentive to encourage the development of large single development. Existing topographical and infrastructure needs make the area economically infeasible for any small tract of land in this area to be developed. However, through density transfers and other planning strategies allowing a mix of residential, commercial, light manufacturing and institutional uses, a larger single multiple use development could occur. No change in the density of this area is proposed with these additional provisions.

LAND USE DISTRICTS

The Land Use Element for the General Plan indicates in general terms the projected use of the land area in and around the present city. Proposed uses are outlined on the General Plan Map and the recommendations and policies on land use are found in this text. Shown on the General Plan Map are categories of land use districts (zoning) for the Portola area.

Residential

Three basic residential use classifications are indicated on the General Plan Map as low, medium and high density. These areas are usually representative of the expansion of an existing use or growth pattern.

Low Density - Up to 4.5 dwelling units per acre. This density range would include most large lots in town and new single-family developments.

Medium Density - 4.5 to 8 dwelling units per acre. This density includes 50' X 125' lots in Portola (5.3 du/acre), older single neighborhoods with a mix of second units, and mobile home parks.

High Density - 8+ dwelling units per acre. This density range would include apartments and townhouses. Many of the high density areas are located near the highway guided by the Noise Element and citizen input during discussion of growth options. In addition, hotels and motels should be allowed with special use permits in order to conform to recreation and economic policies of promoting visitor services along the highway. Other high density areas were created to encourage the combining of small lots such as along Taylor Avenue and west of West Avenue.

Commercial

Commercial areas shown include the highway commercial strip and downtown. In addition, downtown is included in a specific plan district so that it's special problems can be addressed.

Along the highway corridor, requirements should reflect the need to balance paved area with landscaping in order to improve Portola's "at-first-site image" and to control the runoff of urban pollutants into the river. Visitor services should be encouraged uses.

Use of design guidelines should mitigate environmental impacts as a result of highway commercial development. Impacts to the downtown commercial area due to loss of business can be mitigated by enhancing downtown, providing adequate signage on the highway to direct tourists downtown, and encouraging visitor services on the highway and resident services downtown.

Industrial

Areas where industrial activity would be allowed are depicted. Environmental impacts are likely to be high, but can be mitigated through use of innovative techniques. Most of the industrial district is located in the river area view corridor. Mitigation of view destruction is described in the Conservation/Open Space/Recreation Element, in the Scenic Highways Element, and in the Scenic Overlay section which follows. Mitigation of impacts to adjacent uses will be achieved through use of buffer zones, also discussed in the Overlay District section.

Light Manufacturing (industrial) uses are to be encouraged as a conditional use, as permitted by City Council, in the Commercial zone along Park Avenue.

Recreation/ Open Space	River Recreation Area - A special open space district along the river for development of river recreation in Portola and to preserve the Wild and Scenic Feather River, wetlands, and riparian habitat. The conceptual plan in the Conservation/Open Space/Recreation Element should serve as a guide. Development of recreation uses should be allowed if they do not conflict with goals and policies related to the river. Railroad uses, but not structures, are allowed also. Open Space - Open space areas owned by governmental agencies or private individuals for use as developable parks, drainage, or undevelopable due to natural constraints such as flooding. The Charles Valley area is included due to future plans by the owner to donate it to the Boy Scouts of America. A number of government owned parcels of land are not included as open space. These are areas designated as available for exchange. They may be allowed to be sold rather than exchanged if enabling legislation is passed in Congress. The city should work with the Forest Service in rezoning the land to add value to it before sale or exchange. In return, the city should receive a share of the sale monies to offset the costs of providing city services to the land. Sale of the property should be tied to use covenants, timing of development, and environmental protection measures as part of the rezoning process. Agriculture - Areas of prime agricultural value of lands under the Williamson Act. Only uses related to agriculture are allowed. Timber - Areas of prime timber value are under Timber Preserve Zone designation for tax purposes. Timber production and management and watershed management are allowed uses. The Open Space Districts should have a positive environmental impact within the planning boundaries due to conservation of the resources located within them.
Civic/ Institutional	Religious, cultural, recreational, educational and government activities are located or planned on these sites. Some are not indicated because they are too specific for the General Plan.
Utility	Public and private utility uses and facilities are included on the land map. Some facilities are not indicated because they are too specific for the General Plan.

The sewer ponds are considered a utility on the map. Expansion of the ponds will result in a negative environmental impact. The city should explore other methods of sewage treatment to mitigate this impact.

City Landfill - The state also requires any dumps or landfills to be indicated on the general plan land use map. The Portola landfill which is city operated is indicated as an institutional use but requires special consideration. The County Solid Waste Management Board is responsible for preparing a specific solid waste management plan, but the city must comply with state law by planning for compatible land uses around the landfill which would not "restrict or preclude the establishment or expansion of the solid waste facility or site." (sec. 66784.1, California Government Code).

The Portola land fill is a 29 acre Class II sanitary landfill. As a Class II landfill it does not receive hazardous wastes but does receive:

- Residential and commercial wastes
- Tires
- Autobodies
- Whitegoods
- Woodwastes

Burning and disposal of septic and sewage sludge are not allowed. Approximately 1800 tons of waste per year are received at the landfill. The life of the landfill is approximately 20 years, therefore exploration for a new site is not needed immediately. Since the life of the landfill is still fairly long the city's land use planning must insure that surrounding uses are compatible with the dumps operation period as well as after reclamation of the site. The following are potential impacts of a landfill operation that should be considered in location of a new site. The specific impact of the current dump site is also discussed.

1. Traffic - The current landfill generates traffic during operation hours from residents using the facility and the garbage disposal service. Traffic from trucks can impact some land uses, especially hospitals, schools, and residences. Driveways should not exit on the road to the landfill.
2. Noise - Noise generated is a result of traffic and equipment operation on the site. Surrounding uses should not be noise sensitive.
3. Odor - Odor is a function of adequate cover and wind direction. The closest residents southwest

of the fill have complained about odor. Generally, however, wind blows to the east, therefore odor will most heavily impact uses in that direction. Cover is required on the working face every day and should be enforced.

4. Dust - Dust during dry months is a problem and most heavily impacts areas downwind. Confining the working face to one specific area would reduce this problem.
5. Litter - Scattered litter and litter along the road leading to the site can impact surrounding uses. Scattered piles of litter on the site should be placed on the working face to reduce this impact.
6. Vectors - Vectors (disease carriers) are a problem associated with waste disposal. Insects and other animals feeding in the sanitary landfill can carry disease off the site to spread among animals and humans. Limiting surrounding uses to those of low density and adequate working face cover will help reduce the potential impact.
7. Fire and Explosions - The oxidation process occurring at a waste disposal site creates heat which can cause fire outbreak. Glare from metal and glass refuse can cause fires and discarded household chemicals can explode. In addition, any future waste-to-energy facilities that may be built on the site could create an explosion hazard. Reduction of the fire hazard can be achieved through adequate litter cover and education of the public about proper chemical disposal. The existing dump site is in a high fire hazard area, but the population density is low which reduces the safety hazard.
8. Gas Migration - Gases generated from decomposition can impact surrounding uses as well as uses located on the site when it is reclaimed. Reclaimed uses should not include structures for human habitation. In many reclaimed landfills, methane gas is collected for use. For this reason, the site should be zoned for waste-to-energy facility location to encourage such an operation.
9. Air Quality Degradation - Air quality surrounding a landfill can be affected as a result of dust generation, gas migration, and odor. Proper management of the site can reduce

this impact.

10. Water Quality Degradation - Water quality can be severely impacted by a landfill operation. Chemicals and bacteria can enter the groundwater or surface water systems and impact a large area. Drainage patterns on the current site run from the northwest to southeast and runoff enters the Feather River 1500 feet south of the site. This is the greatest potential adverse impact of the operation. To reduce this impact, retention basins should be constructed on the dump site. Groundwater is located at 45 feet below the surface and surface soils are silty sands derived from decomposed granite indicating that the potential for contamination of the groundwater exists but is not great. Bedrock permeability as measured by the California Regional Water Quality Control Board is 536 minutes per inch. A monitoring well is located on the site due to discovery of a spring in 1973 which has never reappeared. The well should continue to be monitored for contamination indicators. Future dump sites should be analyzed for ground and surface water contamination potential.
11. Soil Erosion - Due to disturbance of a large area, landfills are extremely erosive. Runoff from the site can be extremely silty. The current landfill drains into the Feather River, thus the potential impact of soil erosion on the riparian and river environment is important to consider. Retention basins should be incorporated as well as soil stabilization techniques on unworked areas. Future landfill sites should not drain into the Feather River.
12. Seismic Safety - Landfill are seismically unsafe due to potential for ground failure. Future uses should not include structures for human habitation or workplaces.

Conclusions, Compatible Land Use Planning - All of these impacts are important to consider in planning for land uses around the current landfill and in future sites. Adjoining land uses should be able to tolerate the visual, litter, odor, noise, traffic, and dust impacts and landfills should not be placed where surface or ground water can be affected or on active faults. Existing land uses directly adjacent to the current landfill are grazing/timber uses. These uses should continue. 500 feet south of the site and to the southwest low density housing on lots of 3 to 5 acres exist. No homes are

located within 100 feet of the site. Higher density housing should not be allowed in this area without detailed evaluation of impact from the landfill and the development's impact on expansion possibilities for the fill. Any expansion of the site should include a study on impact to this area and appropriate mitigating measures.

In general, compatible adjacent land uses are those that are not sensitive to the potential impacts of a landfill and will allow for its expansion.

They include:

- Agriculture
- Forestry
- Open Space

Future uses of the reclaimed site should include:

- Agriculture
- Forestry
- Open space/recreation
- Waste to energy facility
- Storage facilities

Intensity of Land Use

The state planning laws require that the general plan include a statement of standards of population, density, and building intensity recommended for the various districts and other territory covered by the plan. This plan has described the recommended standards for dwelling units per acre for each residential district. Dwelling units per acre is a standard of population density. Building intensity is defined as the ratio relationship between building coverage to total land area for a given parcel of land. Standards for building intensity are important for several reasons:

1. Building intensity dictates off-street parking needs and traffic impacts.
2. Building intensity and the corresponding off-street parking area represent impervious surface which increase the rate of water runoff, which in turn, contributes to drainage and erosion and carries pollutants into waterways. (See Open Space and Conservation Elements for more detail.) The standards of building intensity which apply to all land use districts include:

- Building intensity should be consistent with the land's natural features: less building coverage should be allowed on steep land, lands with greater erosion potential, and high fire hazard areas.

- Minimum lot size should be established for all land use districts to insure that the land area of each lot is sufficient to allow for good building design and to limit the intensity of development in each neighborhood. The limitations on intensity of development in each neighborhood should correspond to roadway, water and sewer line capacities.

Residential Building Intensity Within residential districts, building intensity should also be limited by a requirement for a minimum amount of open space per dwelling unit. 1000 to 2000 square feet of open space per dwelling unit is recommended as a guideline standard. The exact amount of open space needed will vary depending on proximity to other permanent open spaces, i.e. city parks, national forest lands, permanent drainage ways, etc.

**Commercial
Building
Intensity**

Three types of commercial development and commercial districts will exist in Portola:

1. Downtown commercial district
2. Highway commercial, along Highway 70
3. Neighborhood/convenience commercial areas

Within the downtown commercial district building intensity for individual land parcels will approximate 90 to 100 percent coverage. Needed open spaces and parking areas will be provided in central locations and within roadway right of way. Design and development of the downtown will be regulated by a specific plan.

Within the Highway 70 commercial area, building intensity will be less in order to provide for parking areas, frontage landscaping to buffer Highway 70, and to control storm water runoff which can carry oils and other pollutants into the river. On the north side of the highway 50 to 60 percent building coverage is suggested. This will allow for the placement of building and retention of river views.

**Industrial/
Institution
Building
Intensity**

The design criteria for building intensity in industrial and institutional districts are land use compatibility, control of storm water runoff (minimizing impervious surfaces), and esthetics. This general plan has stressed the importance of tourism to the Portola economy. It is important that the building intensity of industrial and institutional uses be consistent with creating a city image that will encourage visitors. 30 to 40 percent coverage is suggested for these districts. Views and city appearance should be protected by berming and landscaping frontages and adhering to buffer treatment overlay guidelines. The following site plan elements will be submitted with any proposed industrial or light industrial use application:

The layout and design of all existing and proposed improvements, including, but not limited to building structures, parking, circulation areas, outdoor storage areas, landscape areas, service and delivery areas, outdoor recreation areas, retaining walls, signs and graphics, cut and fill actions, accessways, pedestrian walkways, buffering and screening measures and street furniture.

Any site plan shall be filed on a form provided by the city and shall be accompanied by such drawings, sketches and descriptions necessary to describe the proposed development. A plan will not be deemed complete unless all information requested is provided.

Overlay Districts

Overlay districts are incorporated into the General Plan to further reduce impacts in areas of special concern as identified in the various elements. Overlays are shown to protect and enhance scenic views, for watershed management, and to buffer adjacent conflicting uses.

EXPLANATION

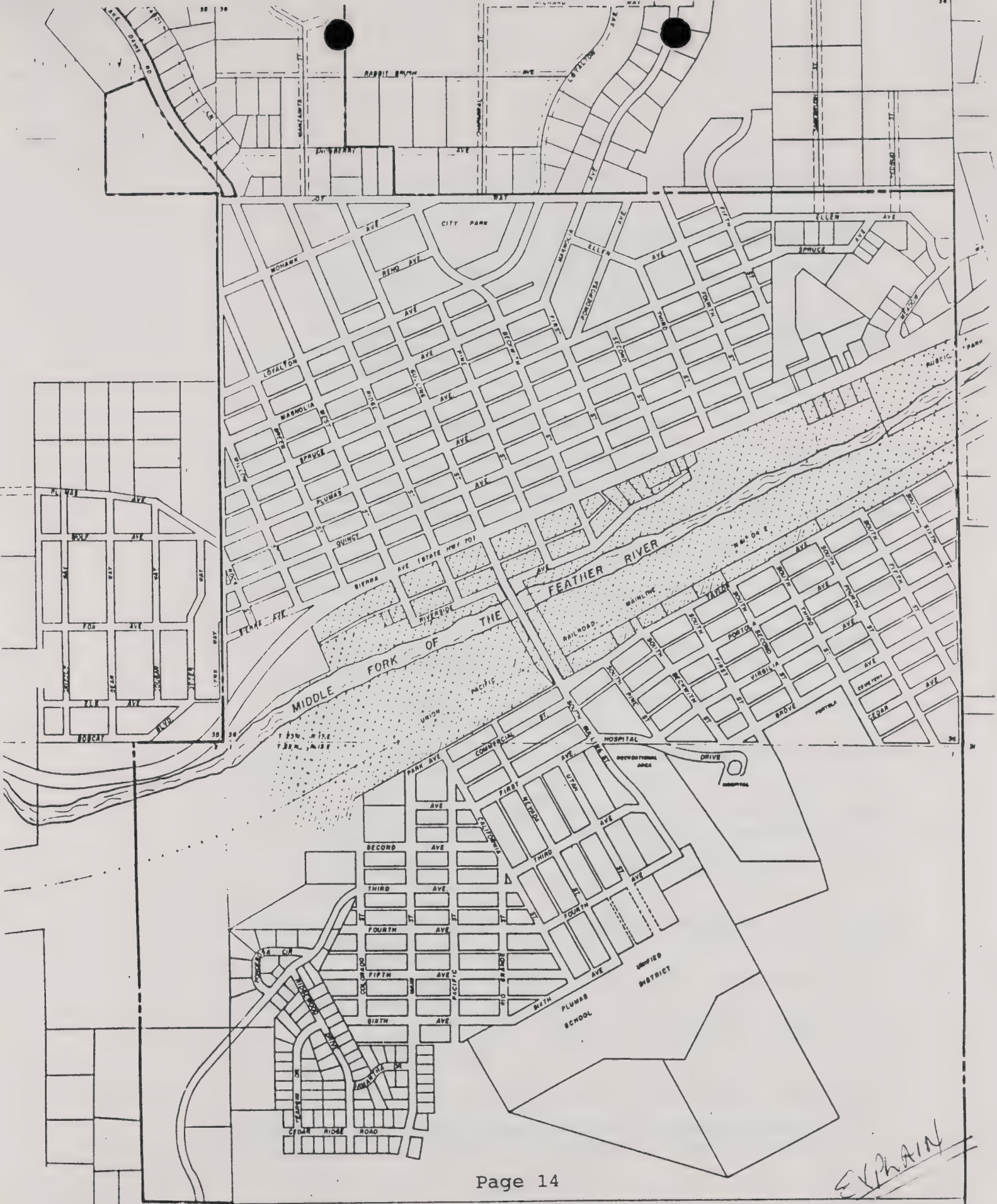
Scenic View Overlay District Guidelines

Much of Portola's economic base and future growth is related to the mountain setting and visitor appeal. The city's development must be attractive and its natural environmental features must be protected (and developed for active and passive recreation). As discussed in the open Space and Recreation Elements, views of the Wild and Scenic Feather River are particularly important to protect. The following guidelines apply to protection of scenic views:

- Views of the river should be preserved as much as possible.
- Fill may not encroach into the river area to increase building pad size.
- Views of ridgelines should not be altered.
- Signs may not be higher than the building which must not be over one story.
- Grading should be minimized and conform to existing topography.
- Architecture should fit into the setting.
- In scenic roadway corridors, guidelines from the Scenic Highways Element should be followed.
- Natural vegetation should be retained as much as possible.
- Methods of retaining views such as the purchase of donation of scenic easements and other techniques discussed in the Conservation Element should be explored as development proposals are filed.

Watershed Management Overlay District Guidelines

Watershed management areas are shown in the 100-year flood plain. Much of this area is shown as open space, but some of the area is already lotted or developed and future development should follow certain guidelines for safety of residents.



- Water courses should be left in their natural state.
- New construction must be flood prone designed.
- Sanitary systems must be designed to minimize infiltration into flood waters.
- Base flood elevation data for new construction must be submitted to the city to aid in development assessment.

Buffer Treatment Guidelines

Where buffer areas are indicated, a transition treatment between potentially conflicting uses is the goal in order to mitigate impacts. It is not a defined amount of space, but a group of design concepts that should be utilized.

The Industrial/Residential Interface buffer zone should:

- Be wide enough to keep noise impact within levels suggested in the Noise Element.
- Include tasteful fencing softened by landscaping to reduce noise and keep children out.
- Be designed to fit into the character of the adjacent neighborhood.

Industrial/Commercial Interface - The buffer treatment should:

- Integrate the two uses. (the industrial use should not "turn its back" to the commercial area.)
- Be designed to fit into the character of the commercial area.
- Be landscaped or fenced to reduce visual impact and noise.

Industrial/Recreation Area Interface - The buffer treatment should:

- Screen the view from the recreation zone with heavy planting.
- Be designed to fit into the natural setting.

Commercial or High Density Housing/Lower/Density Residential Interface - The buffer treatment should:

- Recognize the need to place parking in rear or away from the adjacent use.

- Include architectural and landscape design that fits in with the adjacent use.

**Implement-
tation/
Impact of
Overlays**

Development plans will be reviewed by the planning staff for adherence to these performance criteria. The net environmental impact of use of scenic, watershed, and buffer overlays should be positive especially where grading and destruction of natural vegetation are limited.

**Specific
Plan
Districts**

The city has established a number of specific plan areas to provide for further study of their special character and to guide development that will be appropriate to these areas. Specific plans are provided for under Section 65450 of State Laws Relating to Conservation and Planning. Since the specific plan areas delineated are of special concern for social and environmental reasons, the preparation of a specific plan can help avert a lengthy and costly environmental impact report requirement by addressing ways to mitigate impacts as part of the development design.

The specific plan districts are the unincorporated area north of town, downtown, and specific plan areas A and B, as described below. The specific plan area north of the city limits is of special concern because it is a main growth area for the city and should not be cut off by street patterns and lotting that will not be easily incorporated into the existing patterns in the city. Before annexation, a specific plan of the area should be prepared which will insure coordination of roadway layouts, utilities, and the extension of public services that will "fit into" the city. The costs of preparing a specific plan could be shared by all landowners, or specific plan development proponents.

To further enhance and provide affordable housing, housing types, property values, economic development, aesthetics and the environment of the city; the Citizens' Committee has recommended the following changes to the land use element and Zoning Ordinance. Changes were addressed for two locations inside the city limits. They have been identified and referred to as "Specific Plan Area A" and "Specific Plan Area B". These two areas were previously designated specific plan areas in the 1983 land use element.

"Specific Plan Area A" is described as the land area bordered by Taylor, South Pine, Grove Streets and to the eastern city limits. The current uses and underlying

zoning of this area is commercial, industrial and moderate density residential. This area is proposed to be further designated a Multiple Use Moderate Intensity Specific Plan Area. This designation would permit, subject to performance standards, a mix of residential, commercial, light industrial, and institutional uses development.

Performance zoning standards, a variation of traditional zoning, uses performance standards to regulate the effects or impacts of activity on the surrounding neighborhood, instead of separating uses into various zones. In other words, single-family residential, multi-family residential, stores and offices may be permitted in the same neighborhood, if certain standards of performance are met. The standards are designed to regulate visual impact, noise, lights, overall density and other environmental concerns.

These performance standard guidelines for the Multiple Use Moderate Intensity Specific Plan Area include:

- The building envelope on any parcel of land shall not cover more than fifty percent of its area for commercial/industrial uses and forty percent of its area for residential uses. Note: driveways, patios, and gardens do not count as part of the building envelope or coverage.
- The minimum lot size for residential uses shall not be less than 6,250 square feet.
- The minimum lot size for commercial uses shall not be less than 5,000 square feet.
- The minimum lot size for light industrial shall not be less than 5,000 square feet.
- Common space is required for all developments of more than five units. Fifteen percent of the site is to be available to residents of the development as common space.
- The maximum height of any building shall not exceed 35 feet above average grade, or limited by fire protection access.
- The overall planned density of the project area can not exceed the current density standards.

"Specific Plan Area B" is the land area bordered by the city cemetery to the north and extending to the most southern boundaries of the city limits. This area is currently undeveloped with an underlying zoning of Low to

Moderate Density Zoning. This previously forested, undisturbed land area was substantially destroyed by the 1988 forest fire. To encourage the development of this area, in conjunction with site restoration efforts, this area has been further designated a Developed Recreation and Low Density Residential Specific Plan Area. This further designation would allow subject to the preparation of a specific plan, developed recreational uses such as a golf course, cross country skiing center, equestrian center, and other recreational developments and the appropriate accessory uses mixed with residential uses. The overall housing density for the project area is not to exceed the current permitted density standards.

The downtown area is discussed in the Economic Element. A specific plan for this area will enable merchants and the city to coordinate plans for this area. Concerns listed in the Economic Element should be addressed including:

Downtown Specific Plan Guidelines

- Mixed residential/commercial/office uses should be encouraged.
- An overall parking plan for the entire area should be prepared.
- Parking requirements should be considered with each development application.
- New development and substantial remodeling should conform in concept to those illustrated in the Economic Element.
- The area should be treated as an activity center.

In addition, as required in the State Subdivision Map Act, for any subdivision of 50 lots a specific plan must be prepared. The Ridgewood area is depicted as a specific plan district for this reason. As other large subdivisions are proposed, specific plans will also have to be prepared.

Implement- tation Impact of Specific Plans

Environmental impact is expected to be beneficial as a result of the use of specific plans because of the detailed impact assessment they allow. Each proposed specific plan will be subject to the appropriate environmental documentation.

Planning
Area (Out-
side City
Limits)

The area outside the city limits needs special consideration in the land use element. The city is allowed by state law to prezone areas within its planning boundaries which will become effective upon annexation of any of the area. Prezoning can also serve as a guide to the county planning department in its zoning of the area. The prezoning of this area becomes part of the city's annexation policies discussed later in the land use element.

The city has a particular interest in the parceling of land that may someday be annexed. For example, close to the northern city limits there has been considerable parceling of land, sometimes referred to as "four by fouring". This is a procedure by which larger parcels of land are split by parcel maps (California Subdivision Map Act) rather than subdivision maps. For example, a 160 acre parcel can be divided into four 40 acre parcels. Each 40 acre parcel is then divided into 10 acre parcels and then each 10 acre parcel is divided into 2-1/2 acre parcels. There are a number of planning and environmental problems which can result:

- If the individuals who are dividing the land in this manner are related, this procedure can be a violation of the state subdivision laws. There have been a number of State Attorney General opinions on this subject.
- When land is "four by foured" the parcels which are created are almost always square. Physical features of the land such as steep slopes and drainage courses are not usually considered.
- Because the parceling occurs incrementally, the planning agency is not given the opportunity to coordinate roadway layouts, utilities, and the extension of public services in an overall planned manner.

Much of the area outside city limits is heavily wooded, steep, controlled by drainage corridors which eventually drain to the river, and are environmentally sensitive. The constraints on these lands have been discussed throughout the General Plan. In addition, there are numerous large parcels within the planning boundary that are available for exchange with the Forest Service. It is difficult to say specific standards of development for this area since it is unincorporated, largely undeveloped, and future economic pressure on specific parcels cannot be foreseen. As a result, a formula has been developed as a guide to appropriate densities in this area. The formula should be used as a guide and is mainly designed to create standards for parceling. Any detailed land development

proposals which suggest higher densities or uses other than residential would have to be approved as a General Plan Amendment, and sewer, water, and fire protection would have to be provided. Such a proposal would be looked at in much more detail than this formula allows.

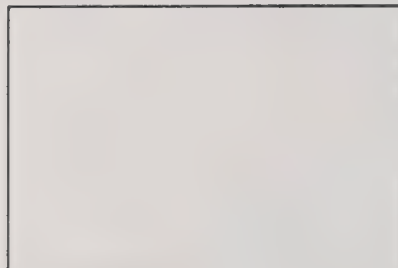
The formula takes into consideration slope, and applies it to appropriate density and open space requirements. Open space requirements are aimed at preserving the natural tree cover and other-natural features discussed in the Conservation and Open Space Element. In addition to the minimum open space suggested in the formula, any natural drainage swales should be kept as undisturbed open space. The intent of the formula is to guide development away from steep areas where development would require more grading and result in greater erosion and away from sensitive areas. On an individual site, increased density should be considered if the developer agrees to eliminate construction on the steeper slopes. Additional density could also be allowed if water and sewer are provided. Minimally, water should be provided in the one dwelling unit/acre density shown in the formula. The provision of other services as well as environmental hazards or special features on the land should also have a bearing on density allowed and would point to a deviation from the formula.

Negative environmental impact is expected to decrease using this formula:

Slope %	Maximum Gross Density	Minimum % Open Space (not covered by bldg. or paving)	Minimum % Open Space Left Natural
0-10	1 du/acre	15	0
10-20	1 du/2.5 acres	30	50
20-30	1 du/5 acres	60	75
30 +	1 du/10 acres	85	90
Natural drainage areas		100	100

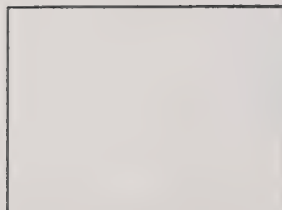
EXAMPLE: SLOPE /DENSITY FORMULA APPLIED

Sample Site 10 Acres



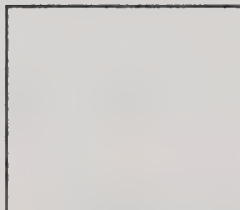
AREA X	MINIMUM % OF OPEN SPACE	=	MINIMUM OPEN SPACE	MAXIMUM GROSS DENSITY	MAXIMUM DENSITY
3 A.	85%		2.55 A.	1 DU/10A.	.3 DU.
3 A.	30%		.9 A.	1 DU/2.5 A.	1.2 DU.
3 A.	15%		.45 A.	1 DU/1A	3.0 DU.
1 A.	100%		1.00 A.	0	0
10 A.			4.9 A.		4.5 DU.

WRONG



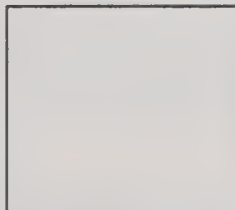
STANDARD

USING FORMULA
W/O VARIATIONS

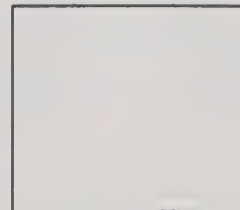


DENSITY TRANSFER
ALTERNATIVES

4 DU 1/2 A.
PARCELS



4 OR MORE DU
CLUSTERED LEAST
SENSITIVE AREA



Annexation

There are a number of concerns that must be considered in developing annexation policies. The city does not want to constrain growth by limiting its borders, but it would like to see growth pay for itself so that current residents do not pay a disproportionate share of the cost of services and facilities. Concerns that have been brought up regarding future annexations include:

- The cost of services. City taxpayers are paying on bond issues which provided for the construction of city fire, water, sewer, and other facilities. These are expensive systems. Capital costs should be shared by newly annexed property owners.
- Lands annexed to the city since Proposition 13 are not generating property tax revenue for the city. These taxes are largely still going to the county.
- Piecemeal "four by fouring" of land is occurring within the City's planning boundary which does not allow for proper planning of roads and services which will be required by the city if they are annexed.

Another annexation concern relates to urban form. State policy discourages conversion of open space to other uses and encourages maintenance of efficient patterns of urban development. LAFCO's normally do not disapprove an annexation request if:

- The land is located within the city's sphere of influence.
- The land is designated for urban growth by the general plan of the city.
- The land is not prime agricultural land.

In order to be consistent with state and LAFCO policy, growth areas for the city have been defined contiguous to existing development. The city should establish precise rules to be followed when considering annexation requests, for example:

1. Establish an equitable annexation "buy-in" fee which will be charged on a per acre or other suitable unit basis for annexed lands and which shall become a general fund revenue to the city. This "buy-in" fee shall be based on the estimated capital costs allowing for

There are a number of important items which must be considered in connection with the proposed project. The first item is the location of the project. It is suggested that the project be located in the area of the city which is now being developed. This area is the most suitable for the project because of its proximity to the city and its access to the highway. The second item is the size of the project. It is suggested that the project be of a size which will allow for the possibility of future expansion. The third item is the cost of the project. It is suggested that the project be of a size which will allow for the possibility of future expansion.

The cost of the project is estimated to be \$100,000. This cost includes the cost of the land, the cost of the building, and the cost of the equipment. The cost of the land is estimated to be \$20,000. The cost of the building is estimated to be \$40,000. The cost of the equipment is estimated to be \$40,000. The cost of the project is estimated to be \$100,000.

The project is expected to be completed within 12 months. The project is expected to be completed within 12 months. The project is expected to be completed within 12 months. The project is expected to be completed within 12 months. The project is expected to be completed within 12 months.

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depreciation of the city's sewer, water, fire protection and other general governmental facilities and equipment and deducting outstanding bonded indebtedness which may be assumed by the annexing lands.

2. Except in unusual circumstances, the city should consider only annexations of 20 acre parcels or larger. This is intended to insure that parcels are not broken down (four by four) before annexation and will provide the opportunity for overall planning and extension of public facilities in an orderly fashion by the conformity with the State of California Subdivision Map Act. Prior to the enactment of this general plan, lands owned by a public agency and annexations were initiated by the city for conservation purposes or to accommodate the orderly extension of public facilities.
3. All costs for extending water and sewer lines should be born by the petitioners. For oversizing or extension of lines through undeveloped lands, the city shall establish a procedure which will reimburse the annexation petitioners on a pro-rata benefits received basis. This reimbursement procedure, however, will be in effect only for a specified period of time and thereafter no further reimbursement will be given.
4. The city should require that the county and/or affected special districts agree to an acceptable renegotiation of the property tax base for annexed lands, or in lieu thereof, will charge increased service charges for annexed lands to cover ongoing maintenance and operation of facilities and general governmental services which would otherwise be funded by the property tax revenues.
5. Except in instances of overriding importance to the health and safety of residents, the city should annex only lands contiguous to existing incorporated development.

Investigation of the city's water supply
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